



Firefighter Morale, Retention and Discipline Study

Prepared by:
**HQ Air Force Civil Engineer
Support Agency**
For
**Air Force Civil Engineer Chiefs'
and Airmen's Council Meeting**



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Section I

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Section IV

Background Information:

- Disciplinary Data Summary
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POSITION PAPER
ON
FIREFIGHTER MORALE, RETENTION, AND DISCIPLINE

1. The purpose of this paper is to identify the level of morale, review the causes of low retention, and define the root causes for an extraordinarily high number of disciplinary actions taken against fire protection personnel. The problems described and the conclusions offered cross all of the major commands and geographical locations.

2. In December 1999, firefighters from each major installation were given a survey to express their opinions and concerns on morale and retention problems affecting their career field. Each base was requested to randomly select between five to ten firefighters to complete a survey.

Seventy-six bases returned 655 surveys. The almost unanimous concerns expressed were:

- Lower pay and excessive hours as compared to their municipal and civil service counterparts
- Lack of Hazardous Duty Incentive Pay
- Inadequate staffing.

While each of the factors identified impact on morale and retention, it is difficult to quantify the importance and relationship of each of these factors, given the type of survey instrument used.

3. The pay disparity between military and civilian firefighters is well documented and is not unique to the specialty. Other professions within the military share the same disparity in pay.

What is different, however, is that attempts are made to resolve the inequity. Compensation is provided to some military members who face unusual hazards, work environments, or pay disparity. Specialty pay is used successfully for many career fields.

4. Firefighting has long been recognized to be one of the world's most dangerous professions. Even with the advances in technology and protective equipment, 1999 proved to be one of the

deadliest in recent years for the nation's fire service. Although the Air Force's annual fire loss experience is significantly lower than that in civilian communities, the hazards faced by military firefighters are still present. Daily, firefighters are required to enter a hazardous area and render it safe before turning over responsibility for the site to another career field that receives hazardous duty pay. This perceived inequity was first identified to Congress over 30 years ago, yet no action has been taken to date.

5. The Department of Defense fire service is the last in the country to continue working a 72+ hour workweek. In a 1999 survey by *Firehouse Magazine*, not one of the 258 departments surveyed reported working more than 56 hours per week, with 51 hours per week being the average.¹ Moreover, the 72 hour work schedule does not include time spent for mandatory appointments and readiness training attended while off-duty. The data indicates that this is second only to pay issues in negatively impacting morale. The same conclusion was noted in the Air Force Fire Protection Bottom-Up-Review which stated that "the long workweek alone is a source of friction since it negatively impacts family life and formal education goals."²

6. The 72 hour work week in the civilian fire service was a result of the transition from volunteer departments into fully paid employees. Initially, it was seen as the only financially viable and equitable solution for cities needing fulltime protection. The fire service's role at that time was strictly firefighting and working this schedule was appropriate. As the demands for service began to increase in the 1930s - 1950s, municipal departments realized the financial and productivity benefits of decreasing the hours worked.

7. Before 1945, the WAR Department authorized 15 percent additional compensation for civilian firefighters. In 1945, The Federal Employee's Pay Act of 1945 required overtime pay for all hours worked over 60 per week. To avoid overtime payments, the work schedule was

changed to 60 hours per week in 1947. This lasted until 1954 when the hours reverted to 72 per week with only a 15 percent increase in compensation. Since this time, demands on the Air Force fire service have increased just as in the civilian community. Subsequent changes in the civil service pay structure ensured that these firefighters are compensated for the extra hours spent working. Today, responsibilities such as emergency medical response, confined space rescue, hazardous materials, and many others are an essential part of fire department operations. Our civil service firefighters continue to be financially rewarded for these additional services, yet compensation and work hours for military firefighters have remained unchanged.

8. In addition to being on-duty almost twice the number of hours as their Civil Engineering counterparts, decreased staffing levels due to deployments and other reasons have increased the number of hours worked per week. Kelly days have been lost, leaves cancelled, and there has been an inability to schedule leave. Many Air Force fire departments routinely schedule firefighters to work more hours than the standard 72 hour firefighter work week. Two departments reported scheduling firefighters for 84 hours and/or 126 hour workweeks (averaged over a two week period). This was a temporary condition during a low manning period, and they have returned to the standard 72 hour schedule. Where funding allows, civilian employees are financially compensated for their excess time. Otherwise, military firefighters remain on-duty. It is interesting to note in a 1979 study, that 40 firefighters were required per shift in 1950, 28 in 1960, 24 in 1970, and 18 in 1979.³ The study concluded, "This downward trend has been possible due to improved equipment even though the value of property risk has risen significantly." Today, the value of the property risk has grown even more, and the manpower requirements have remained constant. Yet, deployments and the decreases in firefighter authorizations make it difficult to meet this requirement.

9. Other factors that contribute to low morale as cited in the survey include:

No BAS for single airmen. When crews cannot reach the dining hall due to extended emergencies, single airmen are forced to pay for food from a restaurant, if the dining hall closes. In addition, many times married military and civilian firefighters choose to eat at other authorized eating facilities. To maintain crew integrity and camaraderie, single members must pay for eating at these locations rather than cause discord with their fellow crewmembers. Another common occurrence is when an entire shift has an on-duty cookout or barbecue and single firefighters must pay out of their own pockets to participate. While this is not unique to the fire service, its importance in building morale and shift cohesion cannot be stressed enough.

Lack of funds for equipment/repairs were cited by many. Some firefighters reported that their protective clothing was worn and had holes, but they could not obtain replacements due to the lack of available funds. Many also complained about the lack of training aids and materials, referring to lack of funds as the reason.

Too many people are selected to become firefighters that have no desire to work in the career. This was a common complaint, both from career firefighters witnessing the lack of motivation by these non-volunteers and even by entry-level personnel expressing their dislike for the profession.

Interpersonal conflicts with civilian firefighters and with other squadron personnel were a common complaint. Some complained about perceive favoritism shown towards civilian firefighters. One respondent quoted Air Force Manual 10-100 that "supervisors should be seen doing as well as teaching." Frequent disparaging remarks made by fellow squadron members were listed by many.

First level supervisors are poorly prepared for their role was a concern noted by many civilian and career firefighters. While almost all of the bases reported that their

supervisors have received some form of training, the quality of the training or the retention of the skills learned was frequently questioned by the respondents.

Other common concerns include:

- Excessive deployments, but most felt that fire protection was not deployed with any greater frequency than other career fields.
- College-level educational opportunities are too limited. Inability to attend while on-duty and limited course sections being offered in fire stations were the chief complaints.
- There seems to be no consistent policy on taking emergency vehicles to commercial dining facilities on base.
- Lack of recognition for life-saving calls.
- First term SRB too low to be an incentive to reenlist.
 - First term SRB multiplier changed from .5 to 1.5 in Jan 00
- No SRB for career personnel.
- No compensation for missing base down days.
- Uncertainty of mandatory cross training if reenlist.
- Inability to put training to use - not enough fires.
- Excessive time spent on non-emergency standbys.
- Off-duty squadron details.

10. The Center for Strategic and International Studies (CSIS) recently released a report entitled *American Military Culture in the Twenty-First Century*. While the report focused on operational units of the Army, Marine Corps, and Coast Guard, there were several similarities noted. Specifically, the authors observed that "Morale and readiness are suffering from reductions, high operational tempo, and resource constraints." They continued, "Many service members have deep concerns about the state of training and readiness in their units; this strikes at the heart of a number of military (and firefighting) values."⁴

11. The CSIS study also noted that "lowered expectations for competence in primary skills often laudatory in nature can have a major cultural impact."⁵ This sentiment was echoed by many career firefighters regarding the quality of fire school graduates being sent to fire stations. Statements questioning lower standards required to graduate and the culture that the fire school operates in were common.

12. Retention was infrequently addressed in the survey responses. Of those who responded, most cited the perceived pay gap with the private sector, no Hazardous Duty Pay, reenlistment bonus that is too low, excessive work hours, frequent deployments, and lack of fires as the primary reasons for not reenlisting. The recent increase in the reenlistment bonus should help to a degree, however most respondents felt that their professional certifications would lead to lucrative job offers once they left active duty. Recent reenlistment data of second term firefighters reveals that some form of financial incentive may be needed to retain these experienced individuals. Civilian employees and career NCOs were critical of "technical school instructors promoting the idea that you come in to do your years and get out." They felt that the idea of "the training makes you very marketable, and that the quicker you can get out, the better" is introduced and reinforced by school instructors.

13. Disciplinary problems over the past two years have shown a marked increase as the 1990s ended. In CY 98, 255 (7.2 per 100 firefighters) Article 15s were imposed with another 214 (6.1 per 100 firefighters) in 1999. By contrast, an average of only 178.1 (estimated at 4.8 per 100 firefighters) actions per year was taken from 1990-1997. The pre-Desert Shield and Desert Storm rate was 148.8 (estimated at 3.7 per 100 firefighters) per year for 1985-1989. Court martial proceedings are on the rise too. There were 17 and 30 (.48 and .86 per 100 firefighters) court martials in 1998 and 1999 respectively. This compares to a yearly average of only 17.1 (.46 per 100 firefighters) for the rest of the 1990s.

14. The types of offenses are varied, ranging from Failure to Go to Involuntary Manslaughter. Of the 469 Article 15s given during the two years being studied, 234 (52 percent) were comparatively minor offenses that represent immaturity, poor planning, or disrespect towards authority. Alcohol offenses represented 13 percent (61 cases), drug use/possession was five percent (24 cases), and other crimes or offenses 30 percent (140 cases). It is not clear if and what part drugs and alcohol attributed to these other cases. It is interesting to note that 43 individuals who received an Article 15 accounted for 91 actions. Five of the 43 individuals received three Article 15s. Moreover, seven of the individuals who received court martial had previously received an Article 15.

15. As requested, a survey was done of each major installation on various aspects of fire department organizational structure. Data elements examined included numbers of firefighters authorized and assigned, number of hours worked, leaves and kelly days cancelled, emergency response information from each base and that of their host community, and other related items. The data was analyzed to determine if there were any identifiable relationships with the number of disciplinary actions being taken.

16. To facilitate the study, a “severity index” was created, by weighing each court martial at five times the amount of each Article 15. The average number of Article 15s per 100 firefighters was added to the weighted average number of court martials per 100 firefighters to create the index. This will allow for comparisons between installations based on the number of military firefighters assigned.

17. In examining each data element against the “severity index”, only two items could be statistically correlated. First, the data seems to indicate that overseas locations do influence the number of disciplinary actions, as does the Major Command. Firefighters assigned to an

overseas location are two to four times less likely to receive an Article 15 or court martial as compared to their stateside peers. It is impossible to determine from the data if there is a difference in disciplinary standards used between stateside and overseas bases, if overseas fire departments handle disciplinary actions “in house” more frequently than stateside bases, or if differing work cultures of overseas units has an effect. These, along with many other possible explanations are open for debate.

18. With only two statistically significant organizational factors that influence behavior and that are quantifiable, it is difficult to determine the causes of the increase in disciplinary actions being taken. Anecdotal evidence taken from the firefighter surveys, along with personal knowledge and expertise must be used to help describe the problem.

Technical School

Several firefighters commented on what is perceived as lower quality, under-motivated graduates. As previously stated, numerous basic trainees are designated to become firefighters. As with other Air Force specialties, a portion of the trainees selected will have no desire to enter such a dangerous and demanding career. This dissatisfaction could help explain some of the disciplinary problems experienced at Goodfellow AFB. This amount, however, should be close to other fields where basic trainees are assigned without personal preferences being taken into account.

A “work hard, play even harder” culture being instilled in students is perceived by many to exist. Some respondents felt that school instructors are being over-dramatic in their portrayal of themselves and of the career field. One respondent commented on the “Backdraft [movie] mentality that he saw while a student. Some of the disciplinary problems may come from trying to live up to this image.

Too Few Off-Duty Hours

Another theory put forth in the survey results was that due to excessive work hours, firefighters are forced to condense off-duty activities in too short of a timeframe. In this

rush, proper judgement is overlooked and disciplinary problems ensue. The same rationale could be used with inability to take leave. While there is no direct evidence to support this assertion, intuitively it does seem to have merit.

Lack of Supervisor Training

While most departments reported that 90 to 100 percent of their management and frontline supervisors have received some form of managerial or supervisory training, it is perceived by many lower-ranking firefighters that the training is non-existent. This would seem to indicate that either the training curriculum is lacking or that once the supervisory training is completed, supervisors are reverting to old and "accepted" methods. Nonetheless, with one-half of Article 15s coming from discipline-related offenses, intervention by frontline supervisors should be increased to prevent minor problems from escalating. Senior fire department managers should make every effort to correct and prevent minor breaches of discipline within the fire organization before proceeding to Squadron-level intervention.

19. Another theory on firefighter behavioral/disciplinary problems is emerging in the literature. According to Battalion Chief Harold C. Cohen of the Baltimore County Fire Department, "attention deficit hyperactivity disorder (ADHD) is often thought of only in terms of children [although] it afflicts adults too, including firefighters and EMTs."⁶ In research into ADHD and the fire service, Cohen indicates that ADHD might be three time more common among firefighters than among the general populace [18.5 percent compared to 5.6 percent]. This is consistent with other research that concludes that adults with ADHD tend to be attracted to high-intensity work environments.⁷ Cohen continues, "lack of information spells potential trouble for fire departments. First, left untreated, affected individuals could compromise their job performance and personal safety. Second, departments may be losing good firefighters, who, if properly assessed, could realize their full potential and become outstanding employees." While ADHD is a medically treatable condition, most experts conclude that it is not an excuse. Mannuzza (Research Psychiatrist) holds that "Those with ADHD must still meet all standards of

performance and behavior required.”⁸ However, fire service managers and unit commanders should be aware that this condition exists in adults and should seek medical assistance for those who exhibit signs of ADHD.

20. In a discussion with all of the major command fire chiefs, they felt that as a career field, fire protection members are held to a higher standard than their peers in Civil Engineering. For instance, other flights outside of fire protection and security forces do not hold shift change formations. If a firefighter is late, another is forced to remain on duty. Having this shift change procedure invites disciplinary actions. This is not to suggest that it should be changed, as it is an essential part to the operation to the organization. Although not compared against the disciplinary rates, the group noted that fire protection flight members earn many awards, competitions, and honors at the squadron, group, and wing level. Additionally, Air Force firefighters have won nine of 11 individual DoD fire and emergency services awards in the past four years.

21. In summary, problems identified as lowering morale directly impact retention as well. Most firefighters feel that reducing work hours, increasing pay (base military pay or incentive pay), implementing hazardous duty pay, and adding additional manpower are the minimum steps necessary to improve morale. Increasing the reenlistment bonus was seen as an additional requirement for improving retention. Supervisory training appears to be ineffective or non-existent by many. In addition, the process of selecting basic trainees as firefighters should be looked at closely. The other items listed, while they appear to be nuisances, are very real concerns to the younger troops. This information is not new. A 1979 DOD study of fire protection policy found some of the same items of dissatisfaction existed then and they remain unchanged today. What has changed is the way young adults have been raised in today's society. Their values, goals, and motivators are different. Unless steps are taken to change the

way the fire service is managed, morale and retention problems may continue to worsen. The problems identified with discipline are so diverse that a simple solution to the problem is difficult to describe. The most apparent conclusion is that front line supervisors and managers should take a more active role in preventing minor disciplinary problems from escalating into larger ones. A return to the historical values of the fire service should be stressed, countering today's younger generation's value structure. Just as technology has changed the way we operate, we must be willing to learn to use new managerial tools to work more effectively in the management of personnel.

¹ "Pay Scales and Staffing - 1999 National Run Survey", Firehouse Magazine, July 1999.

² Kempton, P. and Dodsworth, R., "United States Air Force Fire Fighting Bottom Up Review", Allied Research Associates, Air Force Research Laboratory.

³ "A Study of Fire Protection Policy." DOD Management Study Group, III-12, August 1979.

⁴ Dorn, E and Graves, H.D., "American Military Culture in the 21st Century." Center for Strategic and International Studies, January 2000.

⁵ Ibid.

⁶ Cohen, H.C., "Crazy, Lazy, or Stupid?" Fire Chief, August 1999.

⁷ Mannuzza, S., et al, "Educational and Occupational Outcome of Hyperactive Boys Grown Up." Journal of the American Academy of Child & Adolescent Psychiatry, 36:1222-1227.

⁸ Ibid.





Firefighter Morale, Retention and Discipline Study

CMSgt Carl B. Glover Jr.
HQ AFCEA/CEXF





Purpose

- **Civil Engineers felt that firefighters were creating more disciplinary actions than other Civil Engineer personnel. ILE requested ILEM to gather data to determine if there was an issue with firefighter disciplinary rates.**
- **Initial data indicated firefighters collect Article 15s at a rate of two to one as compared to their CE counterparts and three to one when compared to the AF average.**



Purpose

- **ILE requested ILEM to propose a plan of approach to determine causes and develop specific recommendations to reduce required disciplinary actions for firefighters.**
- **The plan uses AFCESA personnel and other resources to gather objective data already available from independent sources.**
- **AF CE Chiefs and AF CE Airmen were tasked to collect subjective data from personal interviews within their unit and MAJCOM.**



Purpose

- **AF Fire CMSgts (3) were selected to serve as advisors and provide the military fire chief's perspective to the councils.**
- **The AF CE Chiefs' and Airmen's council will be briefed on the results of the study/data gathering efforts.**
- **The councils will evaluate all available data and publish specific recommendations for senior Civil Engineering leadership to consider.**



Study Overview

- **Each base surveyed to obtain comparative data**
 - **76 bases responded**
- **Each base requested to randomly select 5-10 firefighters to complete survey information**
 - **655 surveys returned**



Top 3 Reasons Cited for Low Morale

- **Lower pay and excessive hours compared to municipal departments**
- **Lack of Hazardous Duty Pay**
- **Inadequate staffing**



1999 Firehouse Magazine Run and Salary Survey

- **National Average of 53 Hours Per Week**
(AF Firefighters work an average of 72-84 hours per week)
- **Most Common was 56 Hour Workweeks**
- **Average Entry Level Salary of \$28,554**
(E-4 over 4 years base pay is \$17,967)



Other Sources of Low Morale

- **No BAS for single airmen**
- **Lack of funds for supplies and repairs**
- **Too many basic trainees designated (non-vol) to become firefighters**
- **Interpersonal conflicts with civilians and other CE airmen**
- **First level supervisors poorly prepared**



Other Sources of Low Morale (cont.)

- **Excessive deployments**
- **Limited educational opportunities**
- **No consistent policy on vehicles to commercial eating establishments**
- **Lack of recognition for life-saving calls**
- **No compensation for base/wing down days**
- **SRB too low - “insulting”**



Other Sources of Low Morale (cont.)

- **Uncertainty of mandatory cross training if reenlist**
- **Inability to put training to use - not enough action**
- **Excessive time spent on non-emergency standbys**
- **Off-duty squadron details**



Survey Statements

- This is the first place I've come to where the fire department can't take a response vehicle to squadron activities or softball games. - SSgt
- We get tuition assistance, but we can't take a truck to go to class. - A1C
- Holidays should be treated as down days. - SRA
- We could use some movie channels (HBO/Cinemax) in the station to give us something to watch. - A1C



Survey Statements

- **To me, the discipline has been strict. I have not been given much slack at all and by my opinion, I believe the discipline is relatively straight forward and fair. If you screw up, you get disciplined. Bottom line. - A1C**
- **Members are not being treated with the proper respect. Occasionally this goes both ways. - SSgt**
- **Profession of Arms Awareness to emphasize that this is not a 40 hour timecard job. - TSgt**

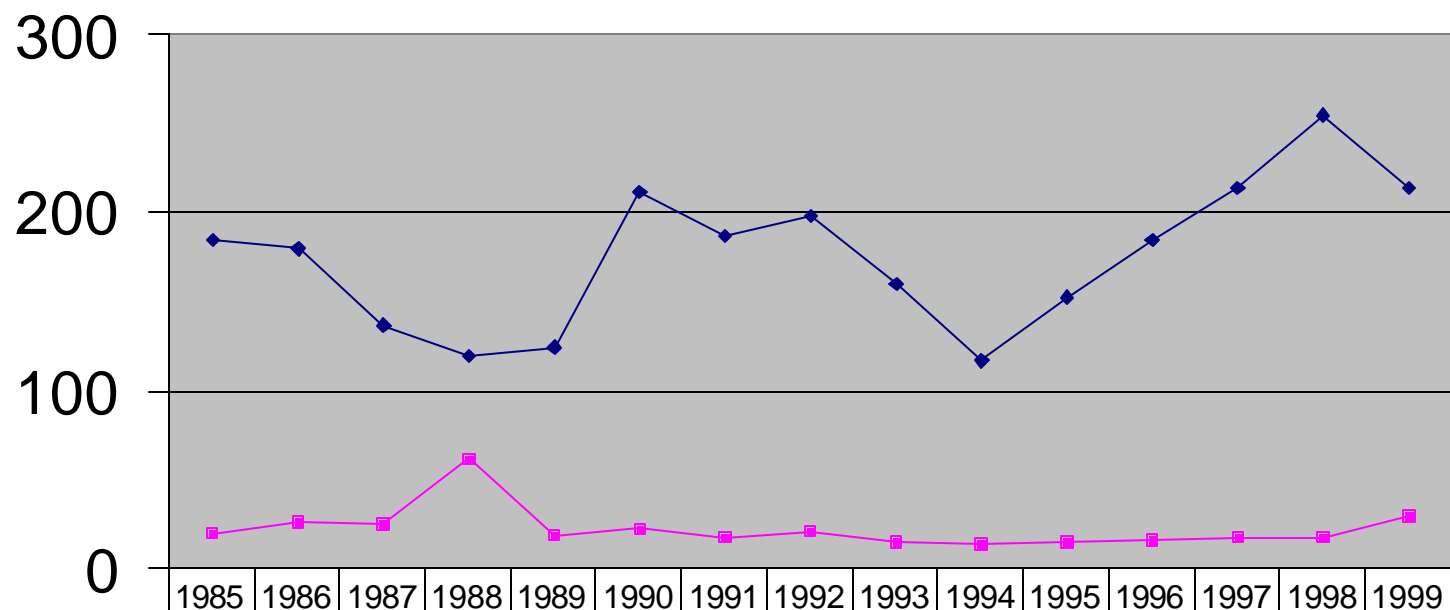


Survey Statements

- **In my opinion, disciplinary actions in the fire department should be handled ... in house - take care of your own. Keep the small stuff in house and only use paper work discipline if you must because nothing else is working. If a person comes in late once, make them run, do push-ups, or train. If they don't want to, write them up. But don't automatically start out with an Article 15. - A1C**



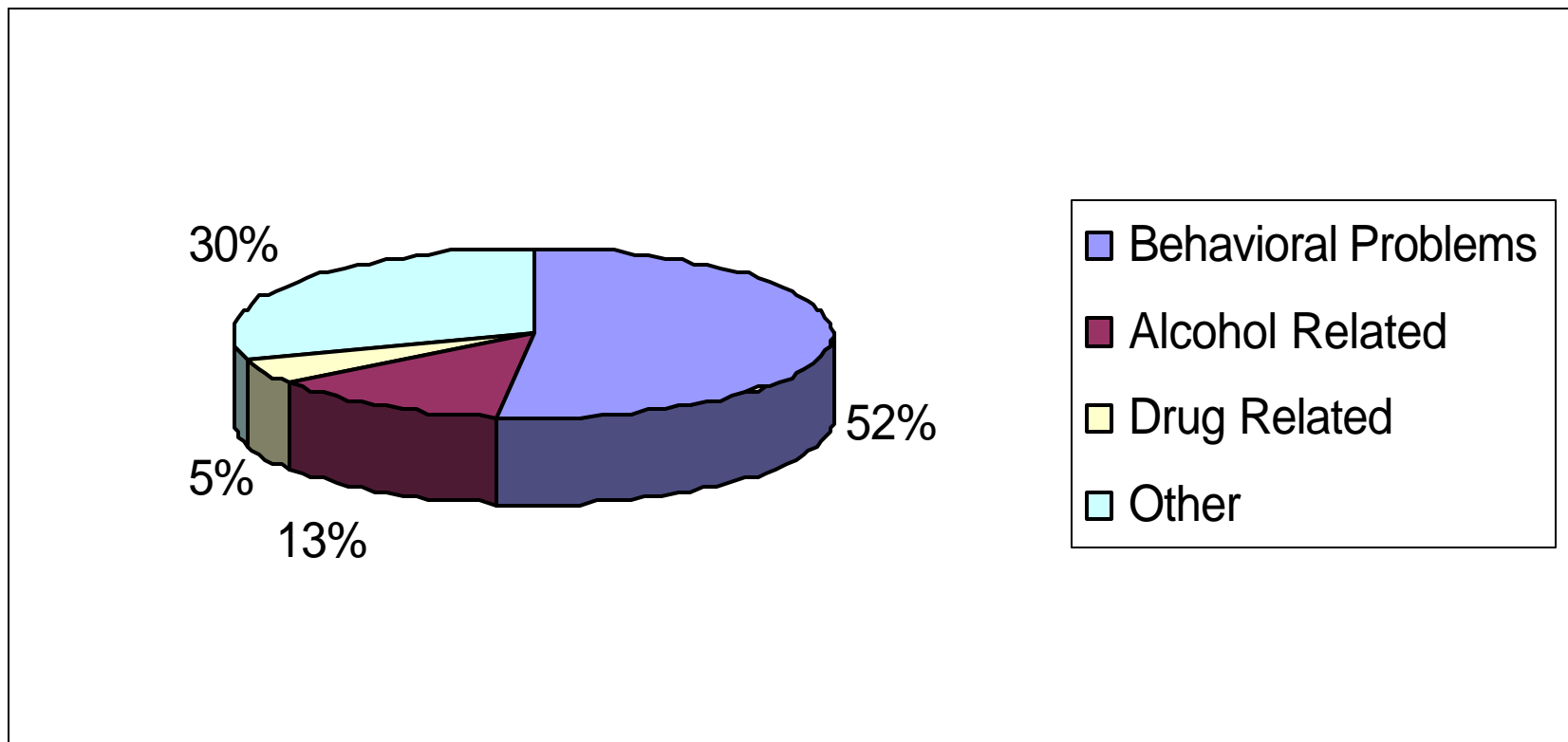
Disciplinary Actions by Year 1985 - 1999



◆ ARTICLE 15s	185	179	137	119	124	212	187	198	160	117	152	185	214	255	214
■ COURT MARTIALS	20	26	24	62	19	22	17	21	15	14	15	16	17	17	30



Disciplinary Actions by Category CY 1998 - 1999





Disciplinary Actions by Command CY 1998 - 1999

Command	A 15 CY98	A 15 CY99	CM CY 98	CM CY99		Military Assigned		Severity Index
ACC	77	55	5	13		844		13.15
AETC	29	26	2	0		462		7.03
AFMC	24	23	0	4		296		11.32
AFSOC	2	4	0	0		44		6.82
AFSPC	15	10	2	2		193		11.66
AMC	39	31	3	8		567		11.02
PACAF	11	26	1	1		467		5.03
USAFA	1	1	0	0		28		3.57
USAFE	20	15	0	1		363		5.51



Disciplinary Actions

- **During FY98 & 99 firefighters accounted for 469 Article 15 actions.**
 - **91 were collected by 43 individuals (19%)**
 - **54 were given at the Fire Academy (12%)**
 - **31% of the total firefighter Article 15 actions.**



Top 10 Reasons for Article 15s

- 10. Unauthorized absence**
- 9. Disorderly conduct**
- 8. Making false statements**
- 7. Assault**
- 6. Wrongful possession of marijuana or other controlled substances**

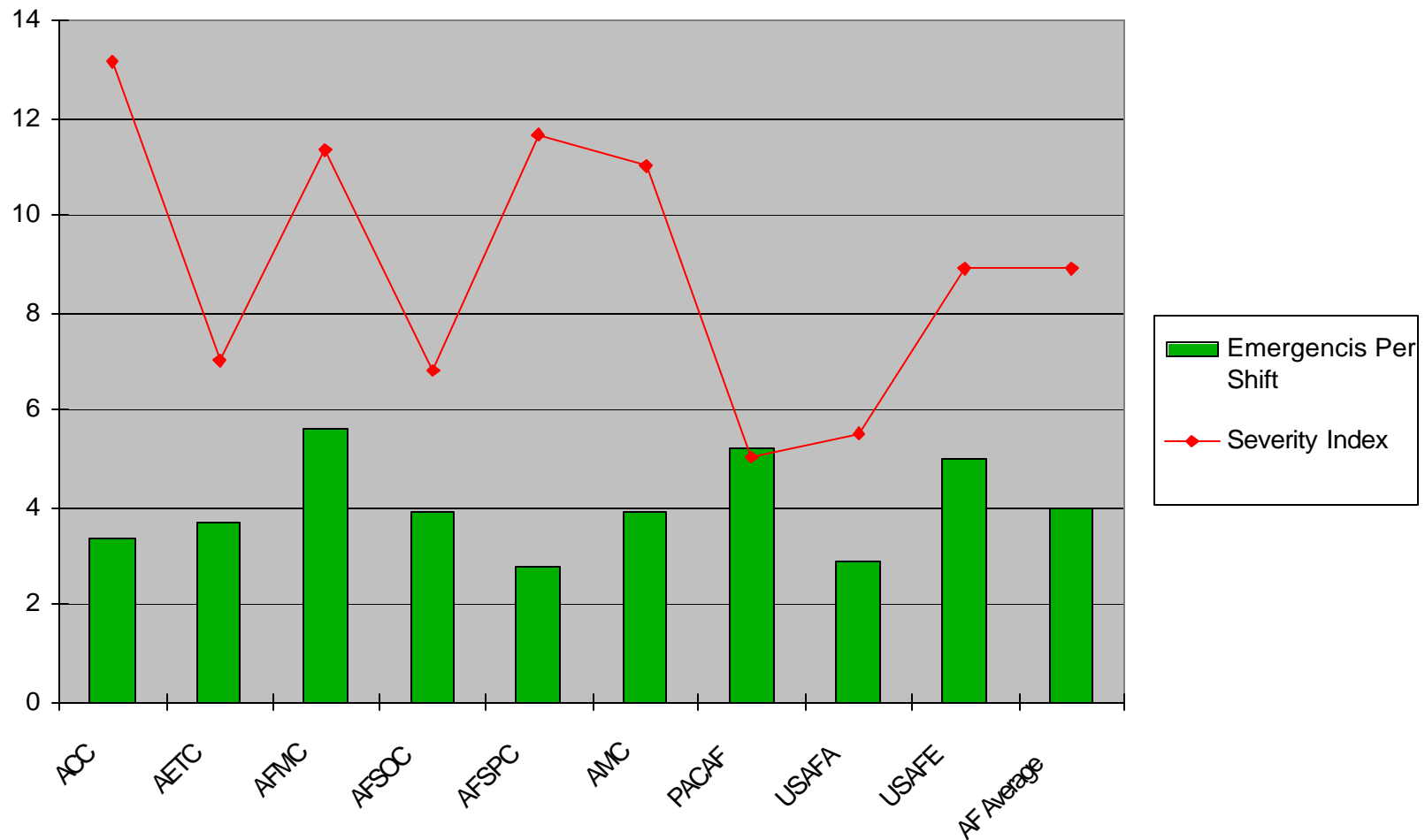


Top 10 Reasons for Article 15s

- 5. Larceny, misappropriation**
- 4. Drunk on duty, DUI, Disorderly conduct - drunkenness**
- 3. Dereliction in the performance of duties**
- 2. Failure to obey a lawful order**
- 1. Failure to go or Going from place of duty without authority**

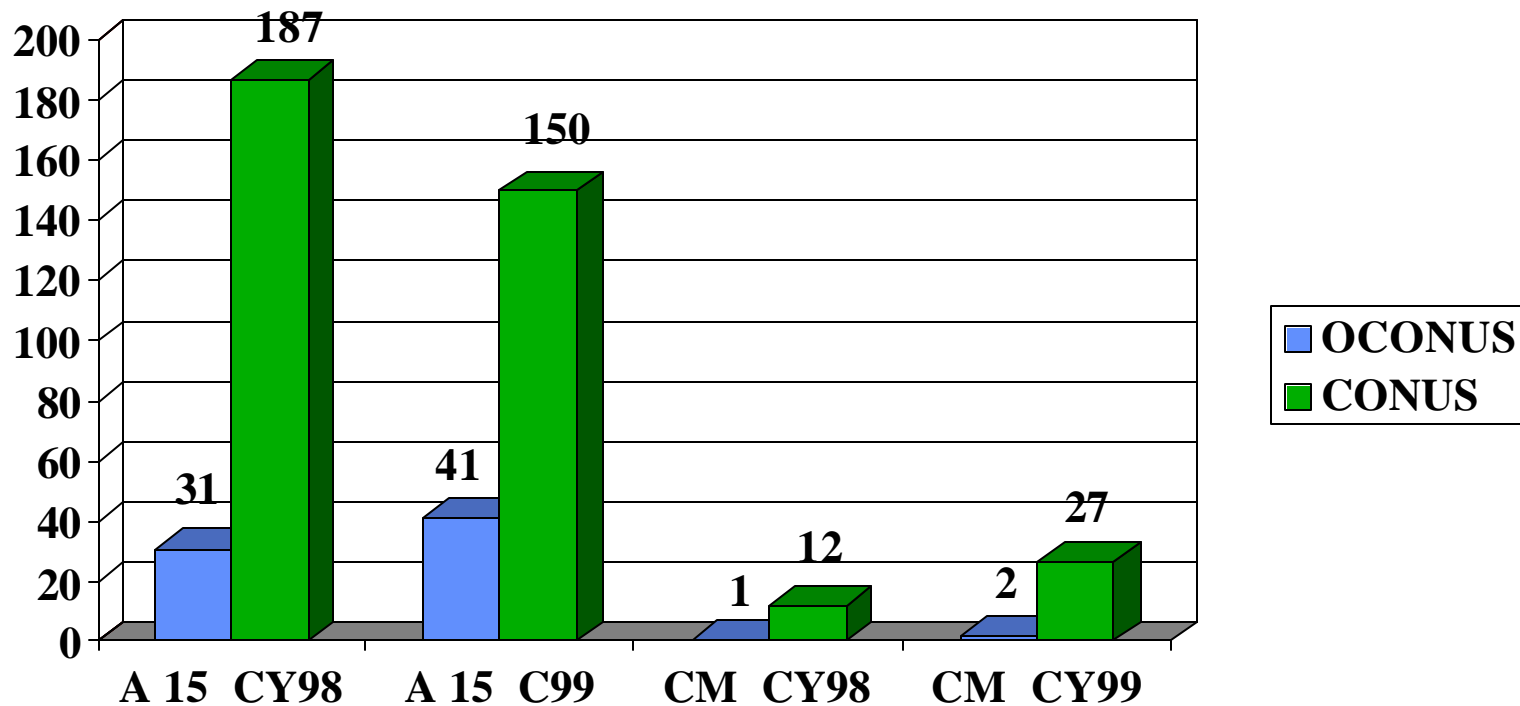


Severity Index Compared to Number of Responses



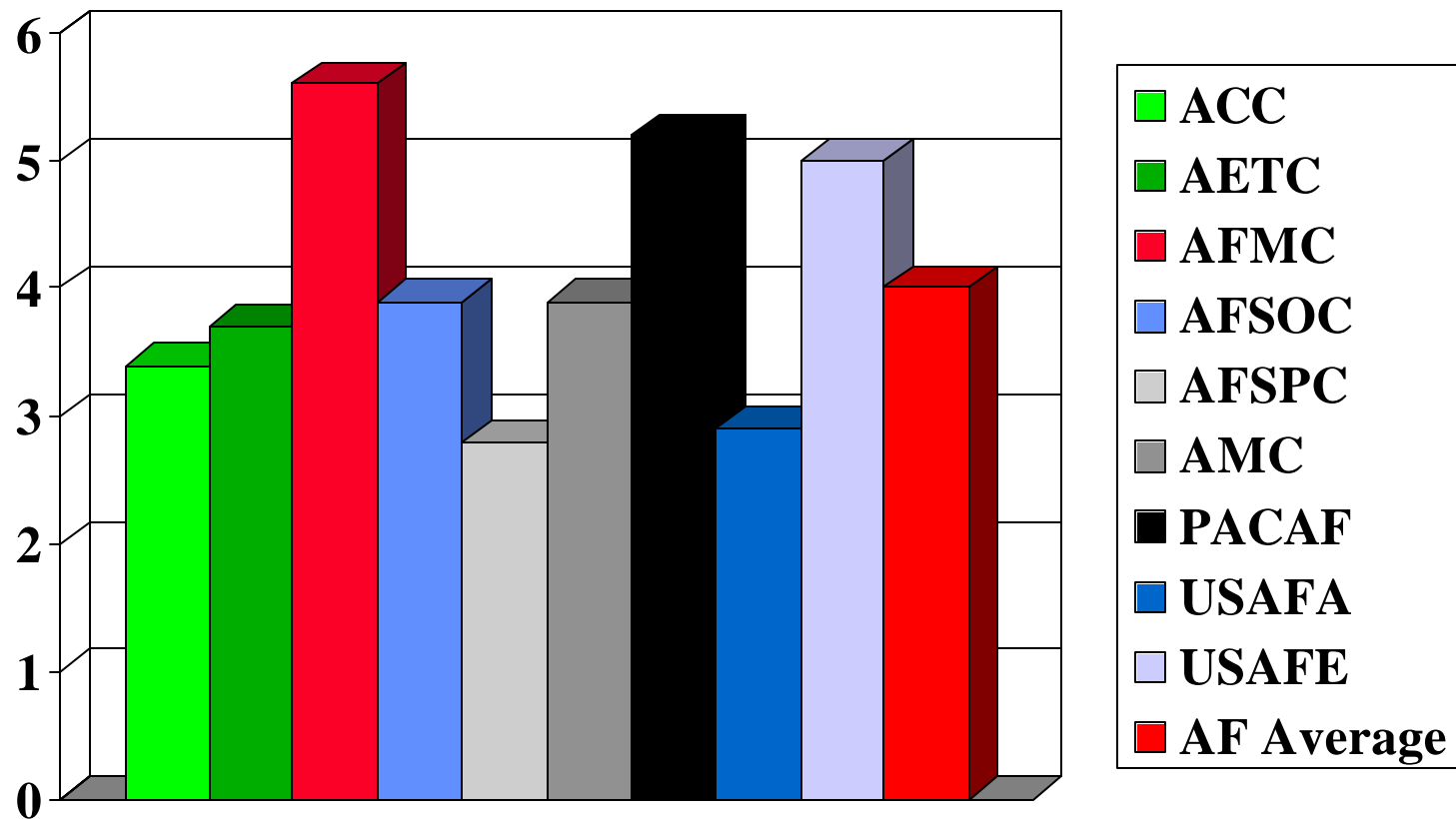


Disciplinary Actions CONUS vs. OCONUS



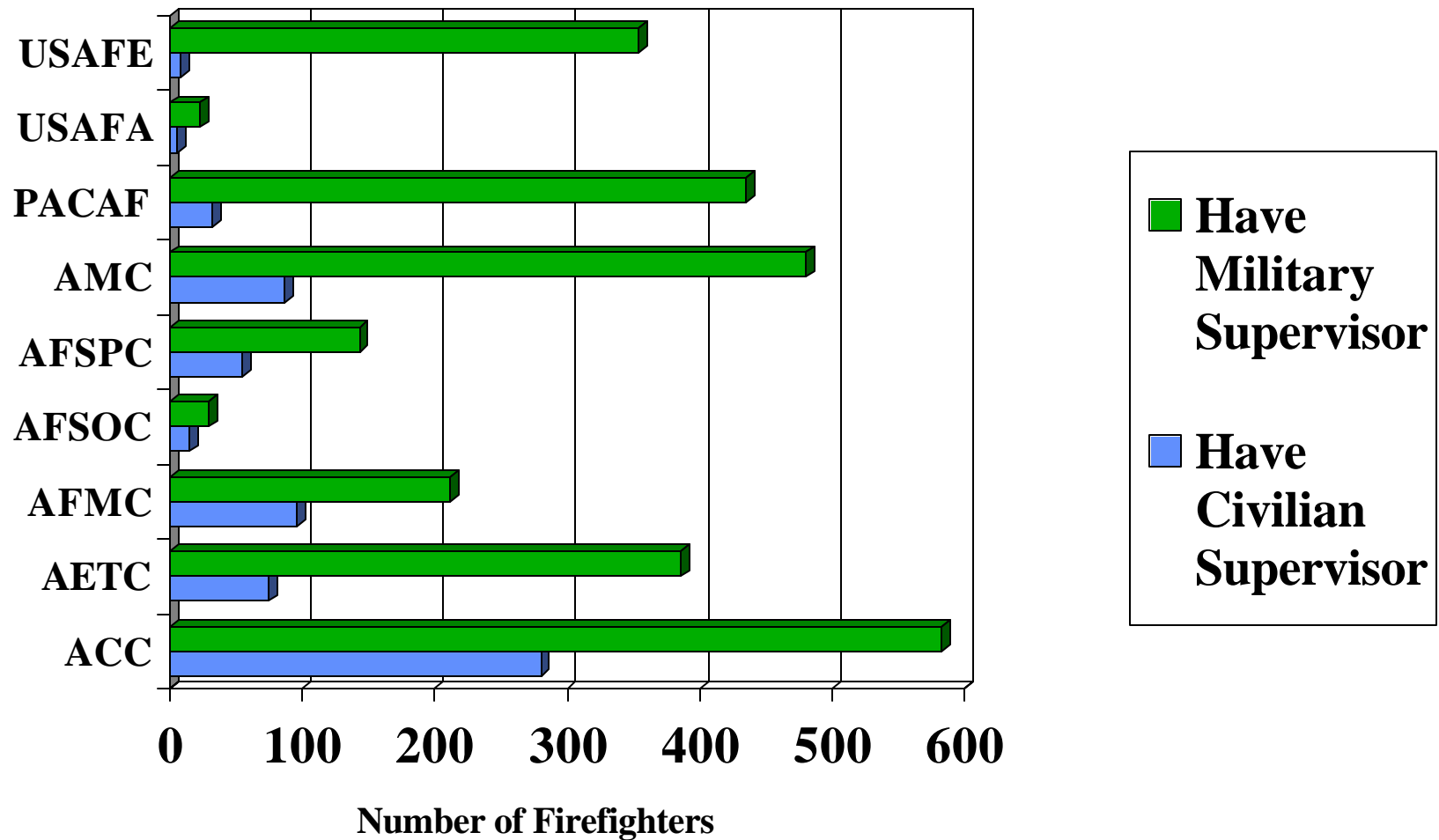


Average Number of Responses Per Shift



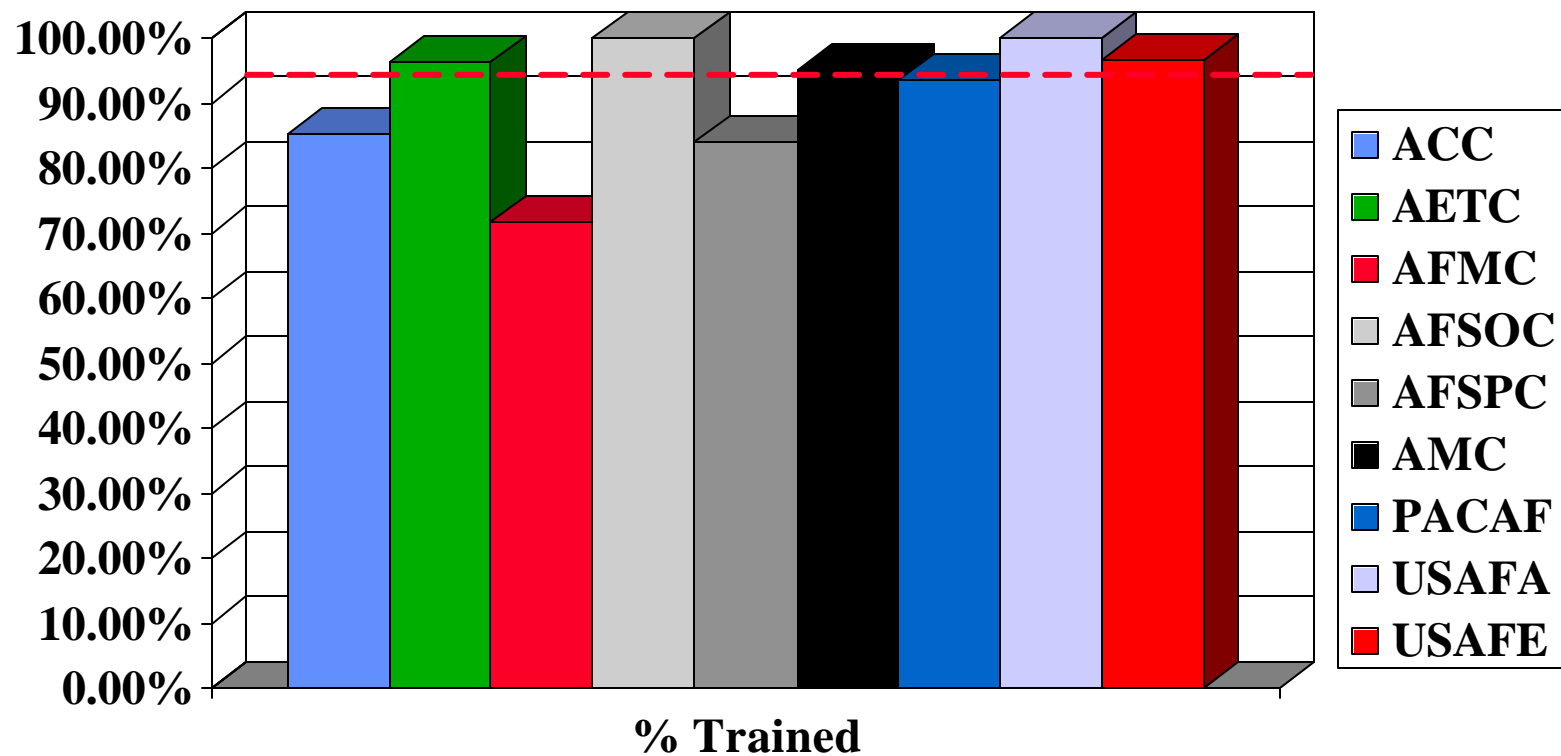


Supervisor Status



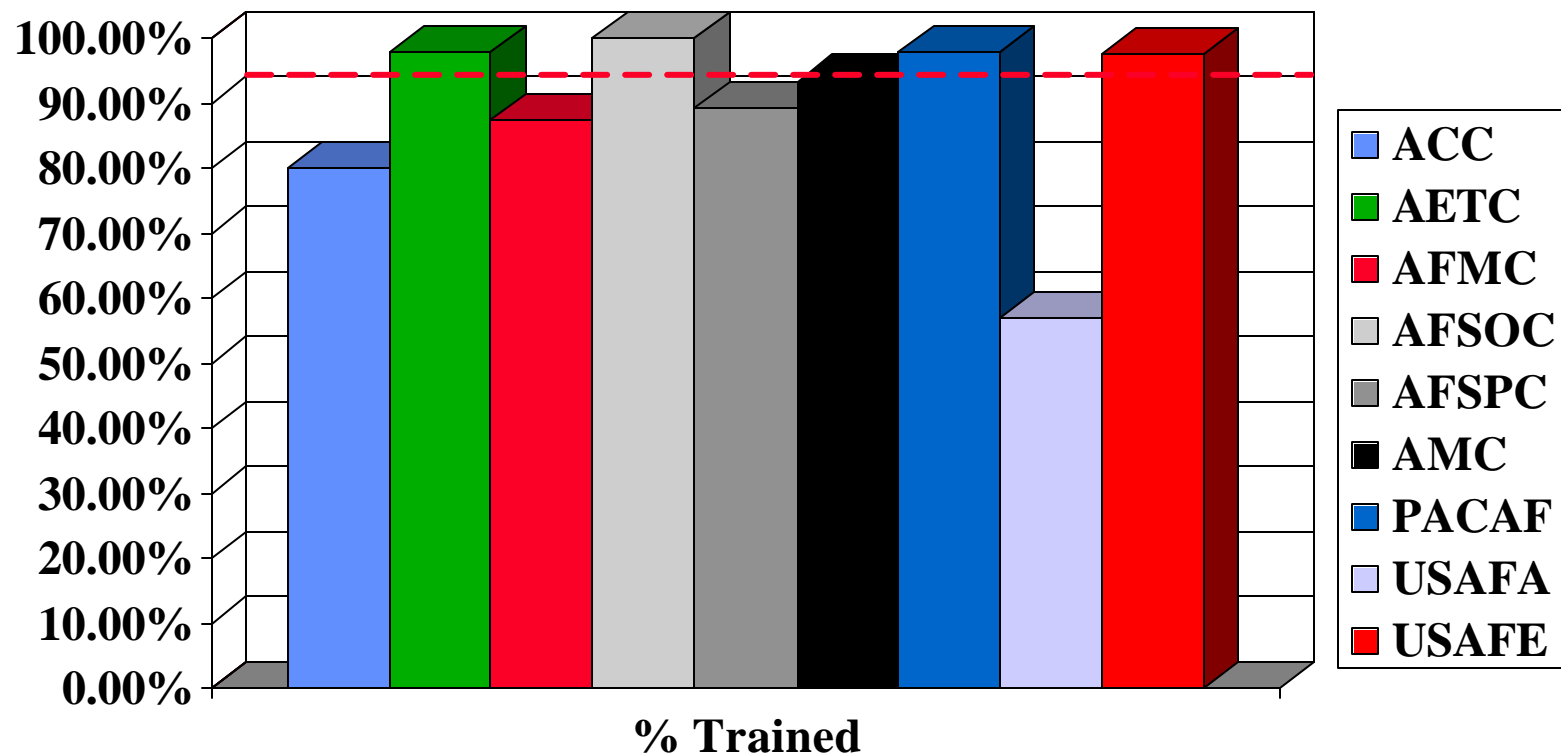


Supervisors Trained





Management Trained





Summary - Morale

- Hours worked are significantly more than civilian departments and other military organizations
- Compensation is significantly lower than that offered by civilian department
- Lack of HDIP vice specialties that do receive this pay
- Inadequate staffing / too restrictive staffing requirements prevents leaves and scheduled days off



Summary - Morale

- **Many problems affecting morale are correctable at the base level.**
- **Policies on vehicle usage for dining and squadron sports, off duty education, and BAS varies. Need clear guidance to provide consistency.**



Summary - Retention

- **Salaries much lower than civilian departments offer.**
- **DoD Certification process improves firefighter quality, but increases marketability.**
- **Recent increase in SRB should help.**
- **Second term reenlistment incentives need to be explored.**



Summary - Discipline

- **No single cause identifiable.**
- **Over one-half of the Article 15s are time-management and lack of respect related.**
- **Shift change procedures invite late to work problems. Only fire and security forces have such no tolerance procedures.**
- **Some of the disciplinary problems may have a medical root cause. As reported by Battalion Chief Cohen of the Baltimore County Fire Department.**



Summary - Discipline

- **Supervisors and managers need to take a more active role in management of troops, preventing the need to escalate problems to the squadron.**
- **Higher standards of conduct required by the fire service leads to minor disciplinary problems - but also results in better trained and award winning airmen.**



Miscellaneous Comments

- **Some civilian first level crew leaders are not always good mentors for our Airmen. Prior to having the hiring age restriction for new personnel entering fire operations, the vast majority of the crew leaders in the fire operations section were retired military (many CMSgts, SMSgts, and MSgts). These personnel were very good mentors for the Airmen.**



Miscellaneous Comments

- **Some installations do not have NCOs in key fire department leadership positions.**
- **Some fire stations have vacant SMSgt and MSgt authorizations. The shortage of available SMSgts and the current assignment practices for MSgts allows some key positions to remain vacant for long periods of time. This creates a void within the military leadership, and in some cases the military positions were converted to civilian, so the department could be assured of having the position filled.**



Miscellaneous Comments

- **The current fire protection grade alignment does not match the Air Force progression group grade structure (personnel pyramid). We have too many Airmen and not enough NCOs. This has created problems with re-training mid-level personnel.**
- **Reduced funding (O & M) at the Fire Academy will create a negative impact on the career field. Reduced funding will result in the academy not being able to meet TPR projected training requirements.**



Miscellaneous Comments

- **Continued decline in retention rates, coupled with reduced TPR and additional AEF manpower authorizations, could create severe personnel shortages within Fire Protection.**
- **First Term SRB for Fire Protection was changed from .5 to 1.5. Impact of this is still unknown at this point. Second term Firefighters do not have an SRB.**



Recommendations

- **1) Initiate action to reduce the standard (scheduled) work week for military firefighters, from 72 hours to 56 hours.**
- **2) Re-enforce the importance of maintaining a minimum of a 50/50 mixture of military and civil service leadership at all installations that have military firefighters.**



Recommendations

- **3) Realign the career progression group grade structure (personnel pyramid) for firefighters to closer align with the AF model, i.e., trade lower grade allocations for mid-level grade allocations in the SSgt, TSgt, & MSgt grades. Maintain current grade levels for CMSgt and SMSgt.**
- **4) Seek assistance to re-assign MSgts from installations with MSgt overages to installations with MSgt shortages, to provide necessary military leadership.**



Recommendations

- **5) Seek additional funding for the DoD Fire Academy to allow the academy to handle the full TPR requirement.**
- **6) Consider opening the fire protection career field to re-training in for SSgt and below, to alleviate projected personnel shortages.**



Recommendations

- **7) Continue to take action to increase first term SRBs for firefighters.**
- **8) Initiate action to establish SRBs for firefighters in Zone B and C.**
- **9) Continue to request HDIP for firefighters.**
- **10) Provide informational (briefings and background materials) to key CE personnel at conferences, MAJCOM meetings etc.**



Recommendations

- **11) Request ILE to forward results of this study, guidance, and information to MAJCOM Civil Engineers to seek their support. The focus should be on flexible leadership, improving perceived problems, and changing the distracters that are within the control of the Base Civil Engineers and Fire Chiefs.**



Recommendations Chiefs' Council

- A) Suggest an Integrated Process Team (IPT) be chartered in partnership with AF/XP, ILEX, and AFCESA to investigate feasibility to place military fire fighters on a standard 56-hour shift schedule. This IPT would also determine the best approach using Operational Risk Management (ORM) and available resources from all of CE. The IPT would develop an action plan when approach is approved.

- B) Suggest a 50/50 (military/civilian) leadership mix of authorizations in each department with military personnel assigned. Recommend ILEX prepare an updated letter to MAJCOM Civil Engineers that mirrors Major General McCarthy's original letter on this subject. Recommend AFCESA track and report progress.



Recommendations Chiefs' Council

- C) Suggest the military grade structure be aligned as closely as possible to the Air Force model for an enlisted AFS. This would ensure proper grade distribution solving many of the issues such as availability of NCOs for immediate supervisors and mentorship, deployment equability, and reduction or elimination of forced re-training. This should happen in the Career Progression Guide (CPG) re-alignment now in progress. Suggest AFCESA prepare a letter for ILE signature to MAJCOM Civil Engineers stressing the importance of implementing the CPG as designed.
- D) Suggest MAJCOM Civil Engineers continue to stress timely completion of live fire training facilities.



Recommendations Chiefs' Council

- E) Recommend AF/ILE and ILEM partner with SAF/MI and other agencies (including the Chief Master Sergeant of the Air Force) to recruit advocacy for Hazardous Duty Incentive Pay for Fire Fighters.

- F) Recommend a Fire Chief Master Sergeant (Chief Enlisted Manager Code 3E700) authorization be transferred to the 312th TRS and a CMSgt be assigned. The purpose of this position is to form a link between the 312th and the functional community (Air Staff, AFCEA, and MAJCOMS). The Chief would also recruit and mentor the Air Force Fire Fighter Instructor corps and provide a positive career image for new fire fighters. This would mirror the positive results seen from the three CMSgts assigned to the 366th TRS (a 3E000 Chief at Sheppard, a 3E900 Chief at Ft Leonard Wood, and a 3E800 Chief at Eglin AFB).



Recommendations Chiefs' Council

- G) Suggest AF/ILEX partner with AF/ILTT to investigate and champion change if necessary to the wording in the "Vehicle" AFI. This action is necessary to allow commanders as much discretion as possible to allow the use of fire vehicles at eating establishments, sporting events, military offices, functions, etc.
- H) Recommend MAJCOM Civil Engineers task functional managers to review their Master Sergeant (3E770) authorizations and take action to achieve the best balance possible of Master Sergeants in Master Sergeant positions.



Recommendations Chiefs' Council

- I) Suggest MAJCOM Civil Engineers stress the importance to Squadron Commanders on visiting and interacting with personnel in the Fire Protection Fight.

- J) Recommend AF/ILE add a subject line in briefings to Group and Wing Commanders on awards and decorations for Fire Fighters. There have been cases where decorations for heroic acts were disapproved by Group or Wing commanders because "it's their job".

- K) Suggest AFCESA and MAJCOM Civil Engineers investigate and plan for improvements to the capability for fire fighters to enroll and complete college Internet classes at the fire station.



Recommendations Chiefs' Council

- L) Recommend Squadron Commanders and Fire Chiefs explore all avenues, including programming for civilian overtime, to reduce calling in military on days off and canceling leaves. Further consideration should be given to not schedule military appointments on off-duty days whenever possible.

- M) Suggest MAJCOMS swap, convert, or transition military fire fighter positions at non-Unit Type Code (UTC) bases (to civil service fire fighters) to bases with an UTC. First consideration should be to accomplish this action within the command. However, the action should be accomplished even if the “swap” must cross commands. AFCESA and ILEX should monitor the transition and ensure completion.



Questions and Comments



BACKGROUND PAPER
ON
FIREFIGHTER BEHAVIORAL REVIEW

PURPOSE

Review the sudden surge of behavioral problems and identify possible causes

DISCUSSION

- Quantitative study method employed to examine surge in first-term firefighters
 - 20-question objective survey with weighted values used to collect data
 - Fire Academy was the first subject of the “cradle to grave” training study
 - Two tracks observed: Behavior and Educational; four dimensions reviewed
 - Administrative staff (group and unit commanders, first sergeant, etc.)
 - Military training team (military training leaders MTLs and supervisor)
 - Faculty (technical training instructors)
 - Students
- Findings, though non-scientific, suggests exceptional tech training efforts
 - Score of 31 based on the behavioral instrument
 - Strong historical indicator noted...correction in graduation rates---63% to 93%
 - 1997 adjustments in training completion standards
 - Trainers pressured to shift focus from quality to quantity
- Several physical indicators supporting an excellent training program were noted
 - Unit’s overall “Excellent” rating from AETC IG
 - Thorough phase program and AETC Form 156 (student report card) program
- Recommendations to shore-up the Academy’s excellence
 - Add a Chief (3E700) position as a student mentor
 - Maintain MTL staff of 75% or more with fire AFS
 - Continue to strengthen ties between faculty & MTL
 - Ensure military and technical training requirements are complimentary
 - Consider “faculty to field” periodic TDY exchange program
 - Increase student leaders (“non-rope” if necessary) to lower span-of-control

SUMMARY

No significant problems were noted with current training practices or procedures. Although behavioral problems are not anticipated to continue, additional field reviews may be necessary.



Firefighter Behavioral Review

**CMSgt Mike T. Gelsleichter
HQ AFCEA/CEOT**



OVERVIEW

- ASSESSMENT
- METHOD
- FINDINGS
- DISCUSSION
- RECOMMENDATIONS



ASSESSMENT

- Background:
 - Sudden surge in article 15s among first term firefighters
 - AF Staff leadership concerned
 - Reviewing the “cradle” of the process
- Team Members:
 - CMSgt Mike Gelsleichter
 - MSgt Ron Brown



METHOD

- Subjects of the “cradle” (Fire Academy)
 - **Review of the two training tracks**
 - Behavioral (military training)
 - Educational (technical training)
- Instrument
 - **20 question quantitative tool (survey)**
 - **Objective questions weighted in validity**
- Strategy
 - **Collect data from four points, non-threatening:**
 - Administrative staff
 - Military training leaders
 - Faculty
 - Students



FINDINGS

- “31” score suggests exceptional training
 - Review of the two training tracks
 - Behavioral (military training)
 - Educational (technical training)
- Historical indicator noted
 - 1997 adjustment in training standards
 - Trainers concerned about shift “quality” to “quantity” goals



DISCUSSION

- Participants very cooperative and candid
- Physical evidence of “excellence”
 - “Excellent” AETC IG ratings in all areas
 - Thorough AETC Form 156 (report card) program
 - Effective application of student phase program
- Leadership support’s reverse of predecessor’s philosophy... “Quality” not “quantity”



RECOMMENDATIONS

- Add a Chief (3E700) position as a student mentor
- Maintain MTL staff of 75% or more with fire AFS
- Continue to strengthen ties between faculty & MTL
- Ensure military & technical training requirements are complimentary
- Consider faculty to field TDY exchange program
- Increase student leaders to lower span-of-control

POINT PAPER
ON
AFSPC/CE FIRE PROTECTION SURVEY FOR CHIEF'S COUNCIL

PURPOSE:

To provide the AFSPC findings of Chief Armstrong's interviews with several firefighters on the subject of morale, discipline, and retention.

BOTTOM LINE:

Within Air Force Space Command, morale and discipline are not the problem, retention is. If we don't significantly improve retention soon we will affect the readiness and safety of our force.

DISCUSSION:

- During Dec 99 Chief Armstrong (AFSPC/CEPX Readiness) and MSgt Lane (AFSPC/CEPX Fire) conducted over 40 interviews at F.E. Warren AFB WY and Peterson AFB CO.
- At each installation we interviewed 4 airmen, 4 NCOs per shift, the Fire Chief, deputy, 1st Sgt, CEM, and Commander.
 - All airmen were randomly selected to give an unbiased cross section of personnel.
- Morale at the fire departments seems to be high and our firefighters like their jobs. Over 90% of those interviewed came in with a guaranteed job, with some waiting up to 18 months just to be firefighters. This appears to be a non-issue in space command.
- Disciplinary action among firefighters appeared to be no greater than other CE career fields. This appears to be a non-issue in space command.
- Retention of fire fighters is the key problem facing the fire departments in AFSPC with several contributing factors. If these are not effectively addressed soon we will adversely affect readiness and safety, both at home station and deployed locations.
 - Pay differential between military members and civilian counterparts with comparable certification is wide.
 - With most firefighters married it is difficult for junior enlisted to make ends meet
 - Frequent deployments, even under AEF, especially with restrictive line remarks, ensure that the same people are deployed every time

-- Certifications earned by our firefighters are in such demand by the civil sector, that our young firefighters are being courted by municipalities even while on duty.

--- It takes a normal firefighter 10-15 years to earn the certifications a normal AF firefighter earns in 4 years

-- Of all the SSgts interviewed 7 of the 10 were getting out after their current enlistment to pursue civilian firefighter positions.

--- This is a well trained core of firefighters who are just tired of doing more with less. Specifically firefighter responsibility has increased with no manpower increases. More medical and HazMat than ever before.

- Findings of Survey:

-- Work hours: For the most part our troops are working what they expected. "Kelly days" are occasionally lost but our FDs make a concerted effort to make them up and keep on schedule

-- Attitudes toward AF: In general most attitudes were good. The troops appreciated serving their country. Unfortunately most held 2 jobs to make ends meet, because patriotism doesn't put food on the table.

-- Attitudes toward being a Firefighter: 39 of 40 loved their jobs and would not trade jobs for anything in the world

-- Attitude towards military training: "Necessary evil"

-- Conflicts between AF and being Firefighter: None

-- Mil and Civ leaders: Strong leadership aware of concerns and problem facing junior firefighters

-- Mentoring: Appears to be taking place

-- On duty "lifestyle": Units with more responses felt better about duty.

-- Off duty "lifestyle": Too often troops had to schedule appointments on their off days or attending exercises and training.

-- Attitudes toward deployments: "When do I go again" Deployments come to frequently affecting personal lives and home-station mission.

-- Taking manning away from undermanned stations exacerbates scheduling and training issues

-- Career Intentions: Most (75%) of 1st and 2nd term airmen were getting out after current enlistment

-- Influence of National Standards in Military Operations: The consensus was that where practical national standards should be maintained, but all bets were off in time of war

-- Influence of National Certification Training Program: Troops and leadership think this was a very smart beneficial move. The program gives the AF some of the best trained firefighters in the world. Certifications also make our troops very desirable to the civil sector

RECOMMENDATIONS:

- Institute a pay program similar to that used for flyers: Dollars per year of service, flyers currently receive \$25K per year, recommend \$10-15K per year

-- Most troops indicated that more commensurate pay would influence their decision to stay in the AF

-- Reenlistment bonuses are not working and the Hazardous duty pay seems to be a dead issue

-- Make members incur service commitment for each certification

CMSgt Armstrong/AFSPC/CEPX/4-3900/ba/18 Jan 00 Approved by _____

BACKGROUND PAPER
ON
USAFE FIREFIGHTER MORALE AND DISCIPLINE SUBJECTIVE FIELD DATA

1. The purpose of this paper is to identify contributing factors effecting firefighter retention, discipline and morale problems. The information is derived from interviewers who were first and second term airmen. The most beneficial comments were from Senior Airmen (Sa) and Staff Sergeants (SSgt). Interviews were conducted in small groups. See attachment one for the list of questions that were used during the interviews.
2. When and why did the problem begin? The problem may have started when the authorizations decreased and the number of contingencies increased. There are insufficient numbers of personnel and time at main base to meet all requirements. Leadership is hesitant or not willing to accept a potential risk. There are several categories that are competing for the valuable resources of time and personnel. The categories are (1) fire flight, (2) Air Force Enlisted responsibilities and (3) personal needs. Fire flight requirements are being met. Air Force Enlisted responsibilities are being met to a degree. Personal need requirements are seriously lacking.
3. Fire flight requirements are assuming the bulk of time. Manning the station is top priority and individuals in most cases are not permitted to leave the immediate area. We have “isolated” the fire specialty. They have NO idea how the rest of the Air Force operates or functions.
 - a. One problem area is the extensive training schedule. Then add the military work schedule, civilian work schedule, regular days off, and leave to the training schedule. During the same month in some flights, military members are required to train several times on the same task. The reason is the number of personnel required to perform the task. When individuals repeat the task, they are participating in the same function; there is limited to no variation in the task or scenario.
 - b. There is no incentive to show enthusiasm or take the training exercises seriously. No reward to meet the schedule. Quote “We will only train on Saturday or Sunday.” Leadership does not follow the written standard flight management plan. According to these documents, Saturday is training make up day and Sunday is a rest day. For one station, Thanksgiving Day was “one” of the most extensive training days of the year.
 - c. Another problem is proper utilization of time. Daily schedules appear to be filled with “filler stuff.” One example: two hours of vehicle checks for each vehicle at the beginning of each shift. Airmen are not permitted to leave the vehicle during this two-hour block. Another example is an extensive amount of time allotted each day for cleaning the station.
4. The Air Force – Enlisted responsibilities category includes weapon qualification, Preventative Health Assessment (PHA), commander’s call, military personnel, finance, orderly room functions and physical fitness. Mentoring, general Air Force counseling, providing feedback, and writing award packages are also included in this category. Most of the MUST do

items in this category are being met by individuals on their off day. The other items are not being accomplished. The MSgt and TSgt have their plates full accomplishing Fire Flight management tasks. There are insufficient senior SSgts to provide the general NCO guidance to airmen.

5. The “personal needs” category competing for time includes off duty education, leave, travel, physical fitness, husband, father, family member, and religion.

6. Leadership “people” skills are minimum:

a. Base, unit, and flight sponsorship programs are almost non-existent. Several folks stated “they reported to work within twenty hours of arriving on station.” One item that needs to be addressed is the civilian side of the flight. There is no program designed to “educate” newly assigned personnel regarding the civilian influence in the flight. There is friction because airmen are not aware of what the civilian terms of employment are. Friction is caused because airmen believe the civilians are skating.

b. Airmen were told they would not be recognized formally for outstanding work because they lacked community involvement.

c. Standard answer to questions is NO. Manning - Mission will not support. There is no consideration of the situation or the individual, i.e. expectant fathers want to listen to the baby’s heartbeat. No leave unless scheduled one year in advance. No consideration if your leave was cancelled since you were TDY during the projected leave time.

d. Airmen feel like a “minimum manning number” to man the trucks. Airman rewarded with a day off for exceeding standards can not be rewarded in a timely manner, if at all. Some airman stated their regular scheduled day off is the rewarded day off. They have lost their identity as a person.

e. Leadership will not delegate to the lowest level possible. Airmen want responsibilities. They want to be part of the team. They feel leadership does not “trust” them. They are bored with JUST training.

f. Career counseling and general guidance is at a minimum. The blind leading the blind, airman to airman level.

7. TDYs: Most single and a few married airmen love TDYs. They are given responsibilities. They are not just another number. At large stations, the airmen want to go TDY. At home base, they read the same training material and wait for an alarm to sound. At TDY locations, airmen are responsible for performing tasks normally performed by a MSgt. Also, airmen are part of a team to meet the mission. They perform tasks they typically don’t at their home base. Idle minds lead to boredom. Boredom leads to mischief.

8. Off Duty Education: Leadership stresses off duty education; however, little consideration is given in the schedule to attending class during on duty days.

9. Air Force and flight leadership – double standards: Leadership does not require mandatory physical conditioning and training standards the civilian. Airman are concerned the civilians are not well prepared and will not be there when necessary – when their life may be in jeopardy.

10. Training:

a. Career Development Course: Not user friendly. CDC references to the commercial books are vague. Topic that needs to be addressed at the upcoming Utilization & Training Workshop.

b. Schoolhouse & knowledge training provided by the CE community are outstanding. Since most of their time is spent training, they review the same material over & over again.

c. They want real HANDS-on. They want training areas that support structural, aircraft, vehicle accidents, and hazard materials response. Also, want realistic training exercises; exercises that last longer than 10 minutes and where they can not predict the scenario. They want to be physically and mentally exhausted after the exercise. Exercise should not read like a storybook, add variations, disasters and confusion.

11. Vehicle Maintenance: Some concern about the reliability of firefighter vehicles and maintenance. They want equipment that they can rely on. Concern with AF buy process and contractor maintenance.

12. Awards / Recognition Programs: Wing and unit leadership confusion on what is a firefighter job and what is above and beyond the call-of-duty. Airman requested written guidance with examples of what is above and beyond normal firefighter duties.

13. Supervision: Supervisor and ratee are not on the same shift or station. Not an isolated case. They want to be supervised by a person that will provide leadership and direction in person. For small flights, senior airmen are filling jobs normally held by senior SSgt or TSgt with 10 years of experience. SrA with five or six years of experience feel they can not make a mistake. Being written up or being replaced by another SrA rewards mistakes. The revolving job amongst seven SrA at one station.

14. Communications:

a. Leadership does not communicate in person. Most communications are by email. Not informed on programs that effected them. Examples TRICARE in-patient costs, how Selective Reenlistment Bonus (SRB) is calculated & when there are changes. Several comments regarding the Certification & Testing (CerTest) program. They did not know they could challenge questions or that AFCESA has regularly scheduled VTCs on CerTest.

b. Miscommunication. Definite miscommunication between flight chief and airman. Airmen cited several examples. One example was evident during our visit. I informed fire chief it was not mandatory for off duty airman to be interviews. At different locations, airman stated they were informed it was mandatory to stay for our visit.

15. Others inputs:

- a. First sergeant, unit training manager and base education training office do not understand the “life” of fire AFS. Recommendations were First Sergeant and unit-training manager should spend three consecutive shifts in the fire station. Walk the beat. Educate the unit and base training manager on ordering training materials when individual is not in upgrade training.
- b. Comment was made – “The firefighters are the best INSURANCE policy the AF has - we need to be treated better.”
- c. Each group mentioned hazardous duty pay. Again, they were not well informed. Many individuals were not overly concerned with the money side. Interested, but money would not be the only consideration for reenlistment. Most wanted to be treated fairly to similar AF specialties, i.e. air traffic controllers and EOD.

16. Duty Hours and Appointments: Lots of concern with 24-on / 24-off and station bouncing.

a. Recommendations were:

- 1) 24-on/24-off with all military appointments during the 24-on.
- 2) 24-on/48-off with military appointments scheduled during 48-off.

b. Medical Technicians pull duty 1-on/2-off. Med Techs sleep at the fire station.

c. Comments were made that the CE squadron does not understand their life style. CES was “messaging with their Saturday” and not utilizing time wisely. Examples are commander’s call at the end of the day instead of at the beginning; readiness training and orderly room appointments not flexible. Warrior – Readiness Training Days. Why do firefighters have to practice putting on the gas mask for 1.5 hours on their off day; especially when the self-contained breathing apparatus is similar? The rest of the unit does not report on Saturday to put the mask on & off for 1.5 hours. Reference was not the refresher class. Another example was buddy care. They feel like they should not have to give up their Saturday to receive Self-Aid – Buddy care training which is at lower standard then what is required by their AFSC.

17. Station bouncing is a frequent occurrence.

18. Civilian employee influence.

- a. Interaction. There is little interaction between civilians and military personnel at some stations. At another station the interaction was unprofessional- civilians “talk down” to junior enlisted personnel. Comments are constantly made - write Airman X up. These civilians were not in reporting chain.

b. The enlisted and civilian personnel are expected to perform the same fire flight mission during a 24-hour period. Military personnel have to find time to perform the Air Force and enlisted responsibility. Comparing responsibilities, salary and time invested; the military personnel are on the short end of the stick.

c. Enlisted personnel are deployed to locations with fire contractor employees. At some locations contractor employees can take their families. Also our fire personnel train the contractor employees; some were discharged from the military for failure to adapt. Contractor wages are much higher than our enlisted personnel.

d. The civilian's capability to call in sick or abuse the system put the burden of manning the station on the military. Is there a problem with the civilians employees program or morale that is adversely affecting the flight mission?

19. Airman spoke highly of the Flight Chief. Problem areas appear to be mid-management.

Subjective data from the field (OPR: AF CE Chiefs' and Airmen's Councils, Suspense: 24 January 2000)

Using first hand observation and interview techniques determine an occupational climate in the following areas:

- a. Work hours as compared to duty expectations
- b. Attitudes toward service in the Air Force
- c. Attitudes toward being a Firefighter
- d. Attitudes toward military training requirements
- e. Conflicts between service in the Air Force and being a Firefighter
- f. Military and Civilian leadership roles
- g. Mentoring
- h. On duty "lifestyle" as compared to other AF Specialties
- i. Off duty "lifestyle" as compared to other AF Specialties
- j. Attitudes toward deployments
- k. Career intentions – upon entering the AF and currently
- l. Influence of a National Standard in military operations
- m. Influence of a National Certification Training program

Attachment One

Disciplinary Data by Command/Base CY 1998 - CY 1999

MAJCOM	BASE	A 15 CY98	A 15 CY99	CM CY 98	CM CY99		Mil Assign		A 15 / 100	CM / 100		Severity Index
ACC	Al Dhafra	0	0	0	0		33		0.00	0.00	*****	0.00
ACC	Barksdale	5	4	1	0		49		9.18	1.02		14.29
ACC	Beale	0	1	0	0		45		1.11	0.00	*****	1.11
ACC	Cannon	7	1	0	0		47		8.51	0.00		8.51
ACC	Davis-Monthan	3	6	1	0		53		8.49	0.94		13.21
ACC	Dyess	7	6	0	7		45		14.44	7.78		53.33
ACC	Ellsworth	4	4	0	0		32		12.50	0.00		12.50
ACC	Holloman	5	5	0	0		49		10.20	0.00		10.20
ACC	Lajes	2	0	0	0		25		4.00	0.00		4.00
ACC	Langley	2	2	1	0		47		4.26	1.06		9.57
ACC	Minot	1	1	0	0		39		2.56	0.00	*****	2.56
ACC	Moody	4	0	0	0		34		5.88	0.00		5.88
ACC	Mountain Home	5	4	2	1		53		8.49	2.83		22.64
ACC	Nellis	2	15	0	4		54		15.74	3.70		34.26
ACC	Offutt	10	0	0	0		49		10.20	0.00		10.20
ACC	Seymour Johnson	8	2	0	1		56		8.93	0.89		13.39
ACC	Shaw	2	2	0	0		58		3.45	0.00		3.45
ACC	Soto Cano	0	0	0	0		31		0.00	0.00	*****	0.00
ACC	Whiteman	10	2	0	0		45		13.33	0.00		13.33
SUBTOTAL FOR ACC		77	55	5	13		844		7.82	1.07		13.15
AETC	Altus	2	2	0	0		31		6.45	0.00		6.45
AETC	Columbus	4	2	0	0		43		6.98	0.00		6.98
AETC	Goodfellow	1	3	1	0		31		6.45	1.61		14.52
AETC	Goodfellow - School*	33	21	3	1		750		3.60	0.27		4.93
AETC	Keesler	1	1	0	0		31		3.23	0.00		3.23
AETC	Lackland	2	4	0	0		25		12.00	0.00		12.00
AETC	Laughlin	3	3	0	0		33		9.09	0.00		9.09
AETC	Little Rock	2	3	0	0		52		4.81	0.00		4.81
AETC	Luke	6	4	0	0		47		10.64	0.00		10.64
AETC	Maxwell/Gunter	2	3	0	0		53		4.72	0.00		4.72
AETC	Randolph	1	0	0	0		40		1.25	0.00	*****	1.25
AETC	Sheppard	2	1	0	0		32		4.69	0.00		4.69
AETC	Tyndall	3	0	1	0		44		3.41	1.14		9.09
SUBTOTAL FOR AETC		29	26	2	0		462		5.95	0.22		7.03
INCLUDING SCHOOL		62	47	5	1		1,212		4.50	0.25		5.73
AFMC	Brooks	1	1	0	0		17		5.88	0.00		5.88
AFMC	Edwards	5	4	0	0		45		10.00	0.00		10.00
AFMC	Eglin	10	8	0	2		117		7.69	0.85		11.97
AFMC	Hanscom	0	2	0	0		21		4.76	0.00		4.76
AFMC	Hill	1	3	0	1		21		9.52	2.38		21.43
AFMC	Kirtland	2	3	0	1		32		7.81	1.56		15.63
AFMC	Robins	1	1	0	0		25		4.00	0.00		4.00
AFMC	Wright-Patterson	4	1	0	0		18		13.89	0.00		13.89
SUBTOTAL FOR AFMC		24	23	0	4		296		7.94	0.68		11.32
AFSOC	Hurlburt Field	2	4	0	0		44		6.82	0.00		6.82
SUBTOTAL FOR AFSOC		2	4	0	0		44		6.82	0.00		6.82

MAJCOM	BASE	A 15 CY98	A 15 CY99	CM CY 98	CM CY99		Mil Assign		A 15 / 100	CM / 100		Severity Index
AFSPC	Cheyenne Mountain	0	0	0	0		21		0.00	0.00	*****	0.00
AFSPC	F.E. Warren	0	1	0	0		28		1.79	0.00	*****	1.79
AFSPC	Malmstrom	1	0	0	0		26		1.92	0.00	*****	1.92
AFSPC	Patrick	5	4	1	0		28		16.07	1.79		25.00
AFSPC	Peterson	2	2	0	2		49		4.08	2.04		14.29
AFSPC	Schriever	1	1	1	0		11		9.09	4.55		31.82
AFSPC	Vandenberg	6	2	0	0		30		13.33	0.00		13.33
SUBTOTAL FOR AFSPC		15	10	2	2		193		6.48	1.04		11.66
AMC	Andrews	2	3	0	0		47		5.32	0.00		5.32
AMC	Charleston	2	4	2	0		72		4.17	1.39		11.11
AMC	Dover	1	0	0	0		30		1.67	0.00	*****	1.67
AMC	Fairchild	4	2	0	0		35		8.57	0.00		8.57
AMC	Grand Forks	2	3	0	0		31		8.06	0.00		8.06
AMC	MacDill	1	2	1	0		50		3.00	1.00		8.00
AMC	McChord	2	0	0	2		39		2.56	2.56		15.38
AMC	McConnell	5	4	0	0		50		9.00	0.00		9.00
AMC	McGuire	2	2	0	2		36		5.56	2.78		19.44
AMC	Pope	4	4	0	1		50		8.00	1.00		13.00
AMC	Scott	12	4	0	2		51		15.69	1.96		25.49
AMC	Travis	2	3	0	1		76		3.29	0.66		6.58
SUBTOTAL FOR AMC		39	31	3	8		567		6.17	0.97		11.02
PACAF	Andersen	1	2	0	0		52		2.88	0.00	*****	2.88
PACAF	Eielson	2	1	0	1		56		2.68	0.89		7.14
PACAF	Elmendorf	3	8	1	0		88		6.25	0.57		9.09
PACAF	Hickam	0	2	0	0		29		3.45	0.00		3.45
PACAF	Kadena	3	4	0	0		65		5.38	0.00		5.38
PACAF	Kunsan	0	5	0	0		41		6.10	0.00		6.10
PACAF	Misawa	2	1	0	0		42		3.57	0.00		3.57
PACAF	Osan	0	2	0	0		48		2.08	0.00	*****	2.08
PACAF	Yokota	0	1	0	0		46		1.09	0.00	*****	1.09
SUBTOTAL FOR PACAF		11	26	1	1		467		3.96	0.21		5.03
USAFA	USAF Academy	1	1	0	0		28		3.57	0.00		3.57
SUBTOTAL FOR USAFA		1	1	0	0		28		3.57	0.00		3.57
USAFE	Aviano	2	4	0	0		56		5.36	0.00		5.36
USAFE	Chievres	0	0	0	0		18		0.00	0.00	*****	0.00
USAFE	Lakenheath	7	2	0	0		62		7.26	0.00		7.26
USAFE	Mildenhall	0	2	0	0		49		2.04	0.00	*****	2.04
USAFE	Ramstein	8	5	0	1		93		6.99	0.54		9.68
USAFE	Rhein-Main	2	1	0	0		29		5.17	0.00		5.17
USAFE	Spangdahlem	1	1	0	0		56		1.79	0.00	*****	1.79
SUBTOTAL FOR USAFE		20	15	0	1		363		4.82	0.14		5.51
GRAND TOTALS**		218	191	13	29		3,264		6.27	0.64		

* Number of school students are averaged for 1998 and 1999.

** Grand totals exclude school students.

2.91 0.38 CE Averages

Bases not reporting:

Kelly

Tinker

McClellan

Firehouse Magazine 1998 National Run Survey **Pay Scales and Staffing**

Agency Name	Starting FF	High FF	Starting Medic	High Medic	Hours Worked
Logan International Airport, MA	49,619	52,020	51,604	54,101	42
Contra Costa County, CA	48,156	58,524	52,944	64,356	56
San Jose, CA	45,972	61,584	51,488	68,974	56
Yonkers, NY	45,483	56,007			38
Seattle, WA	44,456	54,350	49,650	59,550	45
Glendale, CA	43,620	56,940	45,364	66,050	56
Long Beach, CA	40,508	52,578	49,893	64,824	56
San Francisco, CA	40,268	56,480	51,287	62,327	48
Cicero, IL	40,264	54,175			49
Hyannis, MA	40,064	43,113	40,863	43,913	42
New Britain, CT	39,241	43,175			42
Perville, IL	38,977	53,288			52
Anchorage, AK	38,800	61,035	43,065	64,500	56
Bakersfield, CA	38,316	61,560	38,316	61,560	56
Clackamas County, OR	38,124	53,472	40,584	58,392	53
Orange County, CA	38,087	51,238			56
Los Angeles City, CA	38,022	57,211	38,022	65,542	56
Waterbury, CT	38,000	49,500			42
Joliet, IL	37,959	53,243	40,616	54,258	52
Tacoma, WA	37,923	52,293	57,381	60,265	46
Skokie, IL	37,896	49,682	40,046	51,832	53
Elgin, IL	37,704	50,268	40,304	52,868	50
Cincinnati, OH	37,461	41,712	40,797	46,716	48
Worcester, MA	37,453	44,832			42
Plano, TX	37,248	42,252	43,944	48,516	56
Lawrence, MA	37,200	45,000			42
Las Vegas, NV	37,076	50,549	38,849	57,775	56
Twinsburg, OH	36,827	43,823	36,827	43,823	48
Boston, MA	36,622	49,281			42
Piqua, OH	36,523	41,060	44,747	46,103	56
Downers Grove, IL	36,388	50,818	37,793	53,335	53
Manchester, CT	36,189	48,736	38,189	50,736	42
Norwalk, CT	36,121	47,265			42
Somerville, MA	36,066	43,293			42
Springfield, MA	36,060	40,544			42
Providence, RI	35,985	40,180	40,842	44,790	42
Wichita, KS	35,898	36,117			56
N. Las Vegas, NV	35,600	50,170	40,228	54,798	56
Chester, PA	35,589	47,731			42
Chelsea, MA	35,449	44,922			42
Ugatuck, CT	35,400	41,800			42
St. Paul, MN	35,382	47,757	38,009	51,251	56
Fort Lauderdale, FL	35,293	44,678	40,587	51,380	48
Akron, OH	35,173	41,038	35,173	41,038	48
Ventura County, CA	34,892	46,445			56
Cleveland, OH	34,331	39,510	34,331	39,510	45
Olympia, WA	34,188	48,840	40,200	53,700	49

Buffalo, NY	34,057	46,045			40
Chicago, IL	34,026	53,052	36,114	54,996	44
Newburgh, NY	33,747	38,694			40
Leominster, MA	33,688	39,719			42
Albuquerque, NM	33,634	40,215	35,818	42,399	56
Reading, PA	33,506	35,867			42
Fort Wayne, IN	33,387	33,387			56
Harrisburg, PA	33,372	39,304			42
Livonia, MI	33,259	47,091		49,483	56
Sparks, NV	33,210	39,509			56
Miami Beach, FL	33,127	46,629	34,783	48,960	48
Glendale, AZ	33,021	44,579			52
Tempe, AZ	32,800	44,283	36,080	48,711	56
San Antonio, TX	32,724	37,020	39,816	40,572	56
Washington, DC	32,436	48,007	36,442	45,755	42
Fort Worth, TX	32,400	41,352			56
Alexandria, VA	32,306	51,076	30,772	51,076	56
Miami, FL	32,288	52,740	34,978	57,135	48
Dewitt, NY	32,185	39,318			40
Eastpointe, MI	32,073	42,073	35,922	47,122	56
Garland, TX	32,061	42,020	33,261	45,620	56
Hartford, CT	32,000	48,000			42
Stamford, CT	32,000	49,064			42
Anderson, IN	31,748	33,748	34,673	36,673	56
Aheim, CA	31,741	50,436	38,788	57,483	56
Corpus Christi, TX	31,524	36,624	32,424	39,516	54
Brookline, MA	31,512	37,440			42
Hialeah, FL	31,320	48,152	34,698	53,303	48
West Allis, WI	31,075	55,895	49,590	54,565	51
Stoughton, MA	31,055	35,740	35,755	40,440	42
Toledo, OH	30,988	44,841	31,607	50,298	48
Cherry Hill, NJ	30,978				53
New York, NY	30,973	44,901	29,864	40,383	42
Arlington, TX	30,888	41,400	31,488	42,000	56
Dallas, TX	30,817	43,362	30,817	43,362	54
Honolulu, HI	30,804	36,036			56
Phoenix, AZ	30,797	45,817	43,564	50,497	52
Denver, CO	30,672	47,174			48
North Washington FPD, CO	30,612	42,204	31,812	43,404	52
Springfield, IL	30,456	42,242			50
Bridgeport, CT	30,222	39,620			42
Lincoln, NE	30,145	40,631	33,913	45,500	56
Mesa, AZ	29,874	44,590	49,213	51,804	56
Walpole, MA	29,865	36,546			42
Rockford, IL	29,798	48,244	31,698	49,494	51
Caledonia, WI	29,737	39,354	31,224	41,322	56
Lima, OH	29,599	34,626	30,782	36,011	53
Orlando, FL	29,500	44,199	34,206	48,905	48
Colorado Springs, CO	29,496	41,988	46,824	46,824	56
Aurora, CO	29,487	46,407	49,088	51,049	56
Clinton Township, MI	29,416	48,841			56
Des Moines, IA	29,344	34,964	32,134	39,369	56

Houston, TX	29,339	41,267	31,307	46,067	46
Salem, NH	29,255	34,674	31,503	37,318	42
Fairfax County, VA	29,218	47,592	32,080	49,786	56
Louis, MO	29,092	43,318	31,590	42,484	52
Indianapolis, IN	29,000	38,000			48
Prince George's County, MD	29,000	55,594	29,000	62,882	40
Richmond, VA	28,912	51,012	28,912	51,012	56
Wellesley, MA	28,883	34,224	30,183	35,524	42
Olathe, KS	28,846	44,740	28,846	44,740	56
Westminster, CO	28,519	45,435	39,314	50,152	56
Philadelphia, PA	28,511	39,598	28,511	43,559	42
Jackson(#3), NJ	28,500	61,500			44
Salt Lake City, UT	28,500	44,800	31,400	49,000	56
Cobb County, GA	28,393	45,358			56
Oklahoma City, OK	28,300	44,600			56
Waxahachie, TX	28,285	33,760	29,005	34,480	56
Oakland, CA	28,260	58,440			52
Virginia Beach, VA	28,180	40,860			56
Albany, NY	28,105	44,204	29,673	45,652	40
Grand Rapids, MI	28,102	42,933			50
Gary, IN	28,000	31,000	29,500	32,500	56
Boise, ID	27,984	50,160			56
Orange County, FL	27,740	40,996	31,214	45,347	56
Tulsa, OK	27,558	41,185	29,358	42,985	52
Portland, OR	27,518	49,733	30,555	55,203	53
North Shore, WI	27,511	44,107	28,061	46,312	56
New Haven, CT	27,500	43,309	56,536	47,953	42
Pocatello, ID	27,469	NA	38,622		56
Austin, TX	27,447	47,029			53
Brockton, MA	27,438	37,465			42
Annapolis, MD	27,305	34,850	28,111	39,292	56
Jacksonville, FL	27,288	41,435	29,088	43,235	56
Tampa, FL	27,281	42,556	32,947	47,149	48
Rochelle, IL	27,274	42,094	28,364	43,778	53
Teaneck, NJ	27,257	52,810			42
Syracuse, NY	27,249	41,462	27,249	41,462	40
Fargo, ND	27,199	36,733			56
Chesterfield County, VA	27,152	42,544	29,867	46,798	56
Salt Lake County, UT	27,096	40,704	32,760	47,892	56
Roseville, MI	27,041	42,519	29,802	46,861	56
Auburn, NY	26,925	39,664			40
Lubbock, TX	26,922	36,151			56
Cheyenne, WY	26,917	32,720			53
Broward County, FL	26,884	45,876	29,572	48,564	48
Dade County, FL	26,687	44,511	30,423	50,742	48
Anrunde ICounty, MD	26,652	39,907	30,717	46,083	49
Marshalltown, IA	26,646	38,713	27,164	39,347	49
Wilmington, DE	26,613	43,845			54
Waco, TX	26,568	35,184			56
Huntington Beach, CA	26,504	45,204	45,552	52,728	56
Salem, IN	26,500	30,100			48
Montgomery County, MD	26,491	42,890	31,160	47,559	48

Claremont, NH	26,433	28,618			42
Pueblo, CO	26,388	35,436	37,872	39,852	56
Longview, TX	26,350	31,375	26,350	31,375	56
Fulton County, GA	26,298	37,431	27,875	39,676	54
Azle, TX	26,234	36,164	28,059	38,680	56
Missoula, MT	26,124	32,832	27,384	34,092	42
Fishers, IN	26,110	32,561	27,711	34,061	56
Pittsburgh, PA	26,048	42,162			42
Howard County, MD	26,040	47,807	28,540	52,307	52
Gainesville, FL	26,000	39,000	28,000	42,000	52
Jersey City, NJ	26,000	58,000			42
Kansas City, MO	26,000	47,000	26,000	47,000	49
Rochester, NY	26,000	45,403			42
Seminole County, FL	26,000	40,965	30,500	45,465	56
Henrico County, VA	25,980	56,313	25,980	56,313	56
Columbus, OH	25,958	39,707	25,959	42,884	48
Palm Harbor, FL	25,938	37,814	28,438	41,070	56
Boynton Beach, FL	25,834	43,293	27,836	41,560	52
Gwinnett County, GA	25,828	36,361	30,764	44,605	54
Concord, NH	25,706	38,286	27,628	41,147	42
Berkley, MA	25,600	30,250	33,200	39,200	45
Englewood, NJ	25,580	64,850			42
Norfolk, VA	25,547	40,611	29,754	47,013	52
Sioux Falls, SD	25,515	34,701			53
Atlanta, GA	25,498	36,426	28,193	40,276	53
Kissimmee, FL	25,419	35,765	29,688	41,776	56
Chesapeake, VA	25,339	45,541	29,268	46,828	56
LaPorte, IN	25,339	30,026			53
Midland, MI	25,255	40,748			56
Milwaukee, WI	25,227	42,934	27,609	45,080	49
Petersburg, FL	25,204	39,409	29,742	46,503	52
Detroit, MI	25,097	40,163	36,332	38,712	48
Charlottesville, VA	25,088	38,886			56
Ogden, UT	25,002	36,940	28,753	42,481	56
Brownsburg, IN	25,000	31,670	25,000	32,000	53
Cranford, NJ	25,000	53,664			48
Rapid City, SD	25,000		25,000		56
Lee's Summit, MO	24,981	42,542	24,981	42,542	56
Tallahassee, FL	24,726	36,320			53
El Paso, TX	24,723	36,528			56
Macon-Bibb County, GA	24,500				56
Red Bank, TN	24,500	24,000			53
Columbia, MO	24,411	33,322			56
Little Rock, AR	24,384	23,171	25,051		56
Savannah, GA	24,369	49,258			56
Memphis, TN	24,296	37,774	35,855	41,173	56
Kansas City, KS	24,279	43,894	24,279	43,894	53
Louisville, KY	24,274	27,870	23,548	26,210	56
Lynchburg, VA	24,258	37,570	24,258	45,474	56
Birmingham, AL	24,045	37,253	24,045	41,142	52
Altoona, PA	23,896	38,284			42
Columbus, GA	23,857	37,232			56

Charlotte, NC	23,778	35,131			52
Erie, PA	23,700	41,300			42
Helen, MT	23,652	40,050			43
Rutland, VT	23,608	30,992			46
Newport News, VA	23,500	36,050	23,500	36,050	52
Baltimore City, MD	23,424	37,974	25,667	40,992	42
Spokane, WA	23,405	51,142	23,405	56,032	47
Orange Beach, AL	23,400	32,500	25,300	35,800	56
Shreveport, LA	23,400	23,400	25,200	25,200	56
Farmington, NM	23,383	32,035			56
South Bend, IN	23,325	29,985	28,825	34,485	56
Charleston, WV	23,141	41,217	25,041	37,578	49
Greensboro, NC	23,040	35,616			56
Grandview, MO	22,980	32,382	24,615	34,894	56
Nashville, TN	22,974	33,108	31,233	40,512	48
Springdale, AR	22,895	35,724	25,895	38,724	56
Columbia, SC	22,719	30,447			56
Burlington, VT	22,640	36,036	23,998	38,198	56
Dothan, AL	22,620	31,694	25,610	35,646	48
Baltimore County, MD	22,580	35,152	27,967	38,557	42
Dayton, OH	22,339	43,289	27,919	37,732	48
Portland, ME	22,299	33,730	21,272	32,170	42
Augusta, GA	22,202	25,311			54
Sacramento, CA	22,116	41,496	22,116	43,992	56
Raleigh, NC	22,114	36,939			56
Winston-Salem, NC	22,102	31,100			56
Lexington, KY	22,000	34,000	25,200	37,200	56
Trenton, NJ	22,000	47,667			42
Center Point FPD, Birmingham, AL	21,913	25,492	23,008	26,767	52
Mobile, AL	21,888	33,960	22,992	35,664	56
Jackson, MS	21,799	31,289			56
Hackensack, NJ	21,694	65,264	23,674	39,478	42
Little Falls, NY	21,671	23,551	23,171	25,051	40
New Orleans, LA	21,667	30,537			56
Bossier City, LA	21,648	25,968	24,288	28,608	52
Wheeling, WV	21,600	23,600	25,220	26,000	56
Bangor, ME	21,599	30,226	22,599	31,786	42
Lawton, OK	21,287	27,839		29,499	56
Palm Beach County, FL	20,500	46,253	28,406	53,205	48
Fayetteville, NC	20,484				56
Mount Vernon, NY	20,257	53,058			42
Springfield, TN	19,739	29,661			53
Pensacola, FL	19,550	29,972			56
Burlington FPD, KY	19,500		19,500		40
Flint, MI	18,784	42,535	18,784	42,535	50
Minneapolis, MN	18,616	46,904			54
Sarasota County, FL	18,540	42,894	18,000	34,469	48
Salisbury, NC	18,440	32,456	18,421	32,456	56
Baton Rouge, LA	18,035	26,484			56
Sanders, AZ	18,000	19,500	25,000	26,500	56
South Walton, FL	18,000	25,000			56
Milton, FL	17,354	37,814	18,104	38,564	56

Moss Bluff, LA	16,600	21,500			42
Westlake, LA	14,560	33,000	14,500	22,880	42
Fresno, CA	13,896	52,032			56
	28,554	Mean		Mean	51
	27,372	Median		Median	53
	26,000	Mode		Mode	56

POSITION PAPER
ON
FIREFIGHTER MORALE AND DISCIPLINE

1. This paper addresses the recommended approach to gather data and formulate suggestions to solve enlisted firefighter morale and discipline issues. Firefighter first-term retention is at 29 percent. Further, firefighters collect Article 15s at a rate of 2 to 1 as compared to their CE counterparts and 3 to 1 when compared to the AF average.

2. First, recommend a comparison of the culture at initial entry courses. Firefighters are trained by the 312th TRS; whereas, the responsibility for the remaining CE skills is assigned to the 366th TRS. Suggest a specifically selected Military Training Leader (MTL) and Instructor travel from the 366th to the 312th. These two individuals would be tasked to compare and report on military discipline programs and classroom culture.

3. Second, recommend tasking the AF CE Chiefs' and Airmen's Councils with a subjective review of the firefighter culture in their command. These councils reach across all commands. The individuals on the councils have a variety of experiences and backgrounds. They would be able to collect data both by interview and first hand observation. This review should look at, but not be limited to, work hours, attitudes toward the Air Force, attitudes toward being a firefighter, military and civilian leadership roles in the Fire Protection Flight, and lifestyle during non-duty hours.

4. Third, recommend tasking AFCESA to compile data already collected into a comprehensive report. This report should include a detailed analysis of the AF disciplinary data, retention statistics and trends, data compiled from the Air Force Fire Protection Bottom-Up-Review, and a breakout of the military / civilian mix through all levels of leadership in Fire Protection Flights.
5. Finally, bring all data together for review and consideration at a joint session of the AF CE Chiefs' and Airmen's Councils. Attendees would include three firefighter Chief Master Sergeants; one from the Continental United States, one from PACAF, and one from USAFE. These Chiefs would serve as special advisors to the councils. HQ AFCESA/CEXF will select the firefighter CMSgt participants. The specific purpose of the meeting would be to develop a set of recommendations for senior CE leadership to consider in solving the morale and discipline issues for firefighters.
6. This recommended course of action brings together CE CMSgts and younger CE troops with a variety of backgrounds and experiences. These AF CE established councils would consider both objective and subjective data collected by both internal firefighter management sources and independent reviews. Using the data, they would develop a specific set of recommendations for senior CE leadership to consider in improving firefighter morale and reducing required disciplinary actions.